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ABSTRACT

This document reports on a five year series of experiments in intercultural education. The main lessons emerging from the project are summarized under four headings: (1) the new frame of reference in analyzing the problem; (2) new concepts and new educational aims and content; (3) results and limitations of the experiments in relation to the new frame of reference; and (4) prospects and proposed approaches. The document discusses a previous program that was developed to deal with the problems of educating the children of migrant workers in European countries. The need for a different system has developed as more migrants have settled permanently outside of their country of origin. With the increasing number of children who are born abroad, the concern is no longer merely for the school system to take into account the specific needs of one category of pupils, but to adapt teaching to the new requirements imposed by the multicultural, multidenominational, and often multiethnic context of society. In response to this need for conceptual refocusing, the realization emerged that training teachers in intercultural education was an important factor in constructing a Europe going beyond economic concerns. The new experiments had to be intended for all children whether local or immigrant, focused on a close link between cognition and education, respond to collective and individual needs, and aimed at integrating the child into the community, among other concerns. The results of the experiments included production of methodical working documents, placing in context certain experiments, collaboration between teachers and parents, and linking education at different levels. (DK)

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Final educational evaluation of the programme of experiments in intercultural education from 1986 to 1991

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FINAL EDUCATIONAL EVALUATION OF THE PROGRAMME OF EXPERIMENTS IN INTERCULTURAL EDUCATION

from 1986 to 1991

Report submitted by
the Joint Group of Experts

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FINAL EDUCATIONAL EVALUATION OF THE PROGRAMME OF EXPERIMENTS IN INTERCULTURAL EDUCATION from 1986 to 1991

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1. Introduction

If we wish to summarise the main lessons emerging from the five years of experiments in "intercultural education" - the programme which in 1986 replaced the "experimental classes" scheme - we can consider them under the following headings:

1.1 The new frame of reference in analysing the problem

From analysing the school and educational needs of a specific social category (the children of migrant workers, who were first-generation immigrants in the countries of immigration) which provided the exclusive frame of reference for the "experimental classes" in the years 1972-80, we extended the analysis in the early 1980s to other target groups such as second-generation children and children who had returned to the country of origin. Since the mid-1980s, we have thus gradually come to analyse in general terms the role of the school system and the educational environment in a society characterised by cultural and religious pluralism and by the constant technological development of communication and information media.

This change then of target groups was followed by a change in what we saw as the general objective of education.

From the specific problem of integrating migrant workers' children into schools, we moved to a concern with educating everyone for life, in a context marked by the diversity and multiplicity of cultural references transmitted through migrations and the media. This shift forced the school system - which has become an increasingly important source of socialisation because of its extension to pre-school-age children and the lengthening of the period of compulsory education - to reconsider its place and role in society, together with the knowledge to be transmitted, the abilities and skills to be developed, and the values to be inculcated.

1.2 New concepts and new educational aims and content

The new frame of reference presupposed a re-definition of the basic concepts and aims of "intercultural education", which had been at the centre of several Council of Europe activities, under various projects, since 1981.

The programme of "intercultural education" experiments was thus broadened in comparison with the "experimental classes" activity by the findings of CDCC project work on "the training of teachers" (1977-82) and on "the education and cultural development of migrants" (1981-86) and the ongoing CDMG project on "community relations".

Analysis of the four years of experiments, the deliberations of the Joint Group of Experts during selection of candidates and educational evaluation of each experiment and discussions in Strasbourg in October 1989 with experiment, organisers have also cast considerable light on the concepts and practice of "intercultural education".

These conceptual advances have led to great distinctions being made between the guiding principles, field of application and content of this education and the methods needed to implement it, as compared with the concepts, content and methods of the former "experimental classes" programme.

One aim of our report is to highlight the most marked differences.

1.3 The results and limitations of the experiments in relation to the new frame of reference

The "intercultural education" experiments have led to conceptual advances and have made it possible to apply some methods and to develop some educational tools, thereby making a considerable contribution to teacher training as proposed in the Recommendation of the Committee of Ministers (No. R (84) 18). Nevertheless, during implementation several limitations were revealed which need to be evaluated.

1.4 Prospects and proposed approaches

The "intercultural education" experiments programme ends in 1991 and will not be extended. In its present form, it has no future. However, its conceptual frame of reference and especially the changes in society that prompted it and inspired the thinking underlying the work of the Joint Group of Experts responsible for following it through, continue to be of considerable relevance.

Indeed they have become even more immediately relevant as a result of the profound political changes that have occurred in the East European countries. "Intercultural education", as designed and as its aims have been charted in the programme carried out by the Council of Europe, may in fact provide, under the impetus of the Council of Europe, signal opportunities for co-operation and exchanges between the school and educational systems of the West and East European countries, the latter being deeply concerned by the presence of large cultural minorities and by migratory movements which can be expected to grow.

It would in addition be unfortunate if no action were taken to give effect to the commitments entered into in the wake of the "intercultural education" experiments programme at a time when significant changes are occurring in educational issues connected with multiculturalism. (See especially the question of the imparting of a culturally ethnic quality to social relations and the repercussions on community relations).

It is on account of these ongoing changes that several international institutions, including the Commission of the European Communities, are reviewing approaches to the education of migrants and minorities (1). The Council of Europe, which is required by its statutes to play a pioneering role in "intercultural education", would be in danger of depriving itself of an important means of fuelling the debate and making its action more effective.

For all these reasons, we have thought it useful to conclude this report by suggesting some prospects and guidelines for new programmes.

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(1) See: The European Communities Comparative Evaluation Project ECCE Interkulturell, "The education of the children of migrant workers", Results and Recommendations from the Comparative Evaluation, London, 1990, 27 p.

II. The new frame of reference

2.1 The guiding framework for the "experimental classes" programme launched in 1972 is well known: it is given in Council of Ministers Resolution (70) 35 concerning school education for the children of migrant workers.

The programme, closely linked to the "boom" affecting the immigration of children and young people under family reunification schemes in the 1970s, can be said to have two main features:

- Meeting the language and educational needs of the children of immigrant parents (first-generation immigrants): ignorance of the language of instruction and often poor schooling in the country of origin. This was with the clear aim of providing compensatory schooling integrating the child in the school and providing a basis for success in the local school system.

- Acknowledging the linguistic status and cultural background of the child - a bearer of the linguistic codes of his society of origin and marked by its ways and customs - through maintaining and strengthening links with the language and culture of origin. This generally had the aim of balancing the child's personality and easing his reintegration if he returned to his country of origin (1).

2.2 For the first objective, there were supportive education and specific reception measures (reception, beginners', adaptation, transitional and remedial classes, bilingual transitional classes and extra-curricular activities) and appropriate language learning methods (teaching of the host countries' language as a second or foreign language, individual or group language teaching, total immersion method, etc.).

Such measures helped to raise immigrant workers' children to the educational norm.

2.3 The second objective was pursued through learning the language and culture of the country of origin, with teaching provided by teachers usually recruited in the countries of departure, working within or outside the local school context, and with or without educational and organisational links with it.

Management of this second objective was in some cases negotiated between the administrations of the two countries concerned. This bilateral management was calculated to lead, in accordance with Council of Europe guidelines, to the development of active co-operation between countries of origin and receiving countries with a view in particular to improving teaching materials and organising joint teacher-training courses and experimental sessions for working out types of educational content.

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(1) From the 1980s, these two objectives were taken into account in the countries of origin also through experiments aimed on the one hand at remedying the linguistic and cultural deficiencies of children returning home in relation to the national language and culture and, on the other hand, at maintaining the linguistic skills acquired during their stay abroad.

2.4 This was the context of the "experimental classes" programme. As the three evaluation reports showed (1), the curriculum of those classes was often restricted to one or other of the objectives without succeeding generally in combining them, without there being joint educational work among the teachers concerned, and without developing active co-operation between countries of origin and receiving countries.

The programme had two main features:

- it tried to respond to individual scholastic needs;

- it relied essentially on linguistic factors to ensure educational integration.

2.5 This frame of reference underwent profound changes during the 1980s. There are traces of it in the Resolution of the Standing Conference of European Ministers of Education, held in Dublin in May 1983, in Committee of Ministers Recommendations No. R (83) 4 concerning the promotion of an awareness of Europe in secondary schools and No. R (83) 13 on the role of the secondary school in preparing young people for life and, particularly, in Recommendation No. R (84) 18 on the training of teachers in education for intercultural understanding, notably in a context of migration (see Appendices).

2.6 This new frame of reference is becoming increasingly out of line with the school situation and specific needs of migrant workers' children. The fact of settling in the receiving country on a long-term basis leads to an increasing number of children being born abroad, which changes the terms of the problem fundamentally. The concern is no longer merely for the school system to take into account the specific needs of one category of pupils, but to adapt teaching to the new requirements imposed by the multi-cultural, multi-denominational and often multi-ethnic context of society.

The permanent settling of immigrant groups, the resulting educational and cultural aspects of community relations, worldwide information and communication through the media, the influence of the media on the imaginative and symbolic dimension of relations among persons and groups, the development of collective identities, the resurgence of nationalist and ideological movements preaching intolerance, xenophobia and racism, European construction involving research into European identity, the development here and there of fundamentalist religious movements and regionalist or local movements, and the awakening of national and ethnic minorities are only some aspects of the new European scene.

For some years, this scene has presented a challenge to the capacity of education systems in general and the school system in particular to transmit the knowledge and skills needed to enable peple of diverse origins to participate in a democratic pluralist society. It is in connection with its capacity to take up this challenge that "intercultural education" has been called on to make its contribution to educational concepts and practices, as an integral part of human rights education and education against intolerance and racism.

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(1) Evaluation report on the experimental classes by Mrs Micheline Rey Von Allmen (CAHRS 72 (79) revised), report by Mr Antonio Perotti (DECS/EGT (82) 36), and Report by Mr A.G. Karagiorges (DECS/EGT (84) 51).

III. Conceptual refocusing

3.1 A new memorandum

The changeover from the concept of "experimental classes" to that of "experiments in intercultural education", decided in 1985 by the Committee of Ministers, is the outcome of:

- the findings and proposals formulated by three authors of evaluation reports on experimental classes:

  . Mrs Micheline Rey von Allmen (CAHRS 72 (79) revised);
  . Mr Antonio Perotti (DECS/EGT (82) 36);
  . Mr Andréas G. Karagiorges (DECS/EGT (84) 51);

- a meeting held in Strasbourg in January 1984 by the organisers of experimental classes;

- the work of the CDMG/CDCC joint meeting held in Paris on 25 and 26 October 1984.

It had been stressed with increasing insistence that:

- the educational measures adopted in the "experimental classes" were characterised by great diversity;

- the presuppositions behind a programme of action were frequently confused with the objectives of an experiment that could be evaluated on the basis of a working hypothesis;

- the structures and curricula adopted in certain experimental classes were sometimes at variance with the general philosophy underlying the work of the experts in the CDCC's Project Group No. 7.

The most urgent task to be performed by the Joint Group, without it being possible however to interrupt the programme of ongoing activities, was in the circumstances to prepare a new memorandum with the object of more strictly defining the framework for the new experiments and laying emphasis on an intercultural perspective involving all the parties concerned.

The Group got down to this task at its first meeting on the basis of a draft prepared by one of its experts (1). He did not have enough time to see the work through to the end, but the text of the new memorandum was completed at the second meeting (11 and 12 December 1986) and was made available to candidates for subventions for the 1987-88 school year.

3.2 Conceptual advances

At each of their meetings the members of the Joint Group devote the major part of the time at their disposal to work to ensure that the experiments are conducted effectively. This involves selecting candidates and making a critical analysis of the reports sent in by the organisers of experiments.

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(1) Draft memorandum prepared by Mr Marcel Leurin, Doc. MC/CC-EI (86) 12.

The analysis which they carry out leads them to continue or indeed to go more deeply into the study undertaken by the experts in Project Group No. 7 concerning the relevance of concepts and methods for the education and cultural development of migrants.

The new frame of reference (co-existence of a strictly social problem and a general political problem of society) had necessarily to lead to a redefinition of the objectives, content and concepts which should have provided a basis for educational concepts catering to the new situation and to the search for suitable methods for coping with it.

Expressed in these terms, "the intercultural approach to education" required, as stated in Resolution No. 1 on migrants' education adopted by the Standing Conference of European Ministers of Education, clarification in several directions, including:

- paremeters for defining cultural identity and related behaviour;

- intercultural communication;

- rigidity of cultural attitudes, rejection of other cultures, racism;

- situations and processes of social marginalisation.

According to the Ministers of Education, "Educational programmes, materials and situations should increasingly be designed to integrate in a dynamic way the cultural contributions of migrants in the various countries of Europe, with the aim of achieving an intercultural dimension in education". This clarification regarding the "intercultural approach to education" became all the more necessary as European construction increasingly demanded the formulation of principles for those who were drawing up educational programmes for the promotion of an awareness of Europe in schools (see attached, Recommendation No. R (83) 4, adopted by the Committee of Ministers on 18 April 1983).

According to that recommendation, in teaching about Europe, secondary schools should seek to give pupils a full understanding of the following key concepts:

- democracy, human rights and fundamental freedoms;

- tolerance and pluralism;

- interdependence and co-operation;

- human and cultural unity and diversity;

- conflict and change.

The Committee of Ministers stressed that "as European society is becoming increasingly multicultural, schools should actively involve people from other cultural backgrounds in the learning process, wherever possible. This would help pupils to develop truly tolerant attitudes and a realisation that - despite differences of colour, creed and customs - all share a basic common dignity and basic common needs". (Recommendation No. R (83) 4).

3.3 From this broader view, it emerged that training teachers in "intercultural education" was an important factor in constructing a Europe going beyond economic concerns. Hence the Committee of Ministers of the Council of Europe, in Recommendation No. R (84) 18, asked that the governments of member states should "make the intercultural dimension and the understanding between different communities a feature of initial and in-service teacher-training", considering that "the presence in schools in Europe of millions of children from foreign cultural communities constitutes a source of enrichment and a major medium- and long-term asset, provided that education policies are geared to fostering open-mindedness and an understanding of cultural differences".

IV. New aims, new content and new fields of application

4.1 It thus became clear that, in comparison with the "experimental classes", the new experiments in "intercultural education" should have the following features:

- be intended for all children whether local or immigrant, or of foreign origin;
- focus on a close link between cognition and education, thus extending far beyond the language dimension (bilingualism);
- respond to collective as well as individual needs;
- aim at integrating the child into the community as well as the school;
- go beyond the school and educational framework to form part of a co-operative project involving all those involved in education, particularly parents, associations, local authorities and the media, based on a coherent network of educational and socio-cultural activities. Intercultural education presupposes communication among communities aware of their interdependence;
- have as a priority aim education for human interaction and relational aspects for children and parents and the establishment of dynamic relationships among groups and individuals. The intercultural dimension means basically that no unilateral solutions can be found to any of the problems arising from contacts between individuals and groups with similarities and differences;
- have an impact on the approach to all school subjects;
- take into account in language teaching the dual function of language: language as an instrument of communication (as a vehicle) and language as a source of roots (of identity), the latter function being performed by the first language (mother tongue). It means above all having roots - in a region, a family and a society. It is on the interaction and distinction between these two functions that language teaching should reflect;
- involve all school teachers in interdisciplinary teamwork in which LCOTs (language and culture of origin teachers, where they exist, can have a place and play a positive role;
- be included in initial and in-service training for all teachers;

- lead to the revision of school curricula, especially for history, geography, literature and social and civic education.

4.2 These new objectives and this new framework and field of application of the new methods called for a three-faceted concept of intercultural education involving:

- a global social and educational choice;

- linkage between the operation of the education system and the social and cultural realities of society;

- the establishment of dynamic relations between groups and between individuals in the various communities.

4.3 The intercultural approach therefore needed to be reflected:

- at the teaching level, in a scientific approach which demands that all knowledge be tackled from various viewpoints and highlights their relativity. Although this type of approach is particularly apt for some subjects (history, geography, literature, art and music), it should not be neglected in any subject;

- at the educational level, in the acquisition of knowledge and skills allowing each person to see himself in relation to others, giving him the means to diversify his references, to accept the diverse cultural make-up of his environment, and to discover that "the group to which he belongs is neither the most significant nor the most important in the world" (Memorandum, January 1987). Psychologically speaking, "intercultural education" should lead children to discover otherness as a relationship: a relationship with others, who are equal, similar and different, in a situation of interdependence;

- at the social level, in education leading towards optimal integration in a democratic society and human integration at community level (education in relationships and overcoming of conflicts and competition which will inevitably be present in culturally composite European societies; learning about social relations).

4.4 A study on such a scale is bound to encounter obstacles deriving from the specific interests of individuals, groups and states. But it also makes it necessary for the school to analyse the cultures it transmits through its language, curricula, school books, practices and customs.

But such an option presupposes first and foremost consistency between education policies and the social, economic and cultural policies of the European countries, and thorough reflection on how to cope in political and legal institutions with the cultural and religious diversity of people.

V. Results of the experiments

The experiments with which this report is concerned were conducted during the school years 1986-87, 1987-88 and, in some cases, 1988-89.

The results may be summarised as follows:

- production of methodical working documents (general and operational objectives, techniques to be used and phasing of the preparation of an "intercultural education" project (see the Fontaine experiment (France));

- placing in context of certain experiments - like the Fontaine experiment (France) - which sometimes embraced the local environment and the out-of-school context in the analysis of collective needs, thus opening up the school to real life in the district;

- collaboration between teachers and parents (see the Soyeux (France), Liège (Belgium) and Drammen (Norway) projects). It was considered to be essential to work with parents in order to bridge the gulf between the principles governing school activities and the outlook prevailing in the family unit, especially since the school, attempting to make pupils progressively independent, is regarded as some parents as a threat to their authority and by some of the group to which they belong as a danger for the social structure itself;

- extension of several projects and of the field of application of experiments to include out-of-school or extra-curricular activities of a social or cultural type, encouraging contacts between ethnic communities;

- involvement in certain projects, like those in Offenbach (Germany), Drammen (Denmark), Liège (Belgium) and London (United Kingdom), of partners such as local authorities, residents' associations, bodies outside the school (libraries, museums ...) and the local media;

- extension of "intercultural education" to experiments in schools in the countries of origin, for children who have returned home with their parents (see the Istanbul experiment, Turkey). The projects showed the value for the school of giving credit to these children for the linguistic and cultural knowledge acquired abroad instead of seeing them mainly or exclusively as suffering from a handicap;

- linking of the practices of all classes in the same school;

- linking of nursery and primary schools within the framework of a single education project (see the Reggio Emilia experiment, Italy);

- linking of adult education and "intercultural education" aimed at children (the Saint-Gilles-Lès-Bruxelles (Belgium), Milan and Reggio Emilia (Italy) experiments);

- the interdisciplinary approach adopted by teams of teachers in certain projects (Reggio Emilia (Italy) and Fontaine (France) experiments);

- enhancement of the value of music and poetry for an intercultural approach (the Saint-Gilles-Lès-Bruxelles experiment, Belgium);

- production of teaching material (files, sheets, newspapers, films) focused on intercultural aspects (the Hague (Netherlands), Zurich (Switzerland) and Fontaine (France) experiments);

- the important role that can be played by teams of psychologists working on "intercultural education" in schools (experiment conducted by the Department of Public Education, Geneva, Switzerland);

- due regard for the culture of non-Christian children. Although this was not enough, the experiments conducted could encourage other schools to set up projects on these lines (see the Offenbach experiment). In a multi-denominational society, it is increasingly essential that the school take into account the transmission of knowledge on the history of religions and their social impact. It is up to the family to provide instruction in religious practice and precepts but to the school to transmit information about religions;

- inclusion of foreign teachers (LCOTs) in the teaching staff of schools. The experiments have shown that LCOTs can be very useful "resource persons" for the intercultural approach (see the Saint-Gilles-Lès-Bruxelles school experiment in Belgium and the Fontaine experiment in France);

- collaboration of teachers with experimental education laboratories in universities or higher education centres. Collaboration with universities can contribute effectively to training teachers in the technique of groupwork, observation techniques and human science methods;

- international teacher exchanges;

  Certain experiments involving exchanges between countries of origin and receiving countries have shown the effectiveness of this operation for reciprocal knowledge of teaching methods and the education system (Istanbul experiment, Turkey);

- introduction of the intercultural approach in secondary education (Zurich experiment, Switzerland).

VI. Limitations and the suggestions made by the Joint Group to improve the programme

6.1 The interim report adopted by the Joint Group of Experts on 15 December 1988 (MG/CC-EI (88) 14) has already brought out the limitations of the "intercultural education" experiments conducted in 1986-87. The text of the new memorandum, which was not completed until the Group's second meeting (11-12 December 1986), was not able to be used until the following year by the organisers of the experiment.

6.2 At its first meeting (16-18 June 1986), the Joint Group had been able to do no more than confirm the selection made by the CDMG on the basis of the previous system governing the experimental classes and the criteria set out in the 1983 memorandum. When the selection was made, the concern was more to ensure equitable distribution between countries of emigration and countries of immigration, between experiments promoting integration and experiments aimed at making it easier to return to the home country, than to support an education policy shaped by specific lines of approach.

One of the major limitations of the programme is linked to the Joint Group's method of selecting and evaluating the experiments. The selection and evaluation were based on sometimes superficial recent reports which were not checked in the field by the members of the Group. Often they merely described the operations carried out or indeed expressed value judgments not supported by the facts. The fact that the experts responsible for selecting and evaluating the experiments were not able to check them in the field and the lack of educational assistance from which several experiments suffered are to be noted among the causes of difficulties in evaluating them.

To remedy these serious defects, the Joint Group adopted at its 7th meeting (July 1989) an "outline model for the submission of final reports on experiments in intercultural education" (see attached doc. MG-CC/EI (89) 15). This outline and the suggestions could be used only for the experiments conducted during 1989-90 and those to be carried out in 1990-91, the last year of the programme.

6.3 In the suggestions appended to the model outline, the Joint Group drew the organisers' attention to several points:

- context of the experiment;
- the needs targeted;
- indication of priority needs;
- description of target groups;
- objectives and working hypotheses adopted;
- curriculum;
- evaluation type and instruments.

These indeed were the main points in respect of which the reports were generally poor.

6.4 Still with the aim of carrying out a more objective evaluation - which would have enabled the Joint Group to identify content, methods and lines of action for the countries concerned and to adopt innovative strategies - the Group asked the Secretariat of the CDMG and the CDCC to organise a meeting for the organisers of the various experiments for a wide-ranging discussion.

The meeting was held from 3-5 October 1989 at the Council of Europe and was attended by 16 organisers from 13 countries (see attached doc. DECS/EGT (89) Misc. 27). The experiment organisers were invited to present their activities and to discuss the following questions in particular:

- totally or partly attaining the goals of the experiments;
- incorporating the experiments into the school context and the socio-cultural environment;
- teacher training;

- participation by parents;

- the role played by neighbourhood immigrants' associations, cultural agencies, municipal authorities, the media, ...;

- transferability of the experiment and its follow-up.

6.5 Discussion with the organisers confirmed that the following should serve as guidelines for the experiments in "intercultural education" with a view to overcoming the main limitations noted up to now:

- centre the philosophy of "intercultural education" on education for relational aspects, the linking-up of partners and the implementation of co-operative projects; ensure that intercultural education is not simply transmitted through a didactic type of approach;

- guard against the mere juxtaposition of interventions but engage in a joint effort, especially where collaboration between foreign teachers and local teachers is concerned, for which there should be more systematic in-service training for both types of teacher;

- do not target the experiments exclusively on immigrant children or children of foreign origin;

- go beyond the purely linguistic approach (bilingualism);

- design and carry out projects in a multidisciplinary or interdisciplinary framework;

- take care when carrying out the experiments to provide components that would enable them to be reproduced if they prove to be worthwhile (concern with transferability);

- do not confine the experiments to the school setting but open them up to the social context and the local environment, involving other partners in education.

6.6 Alongside these suggestions, two limitations were particularly stressed:

- the sometimes almost complete lack of teaching materials for these experiments;

- the fact that often (nearly always) they have been conducted in isolation from the regional and central education authorities of the host country concerned which remain unaware of how they are carried out, and with wholly inadequate financial resources.

In order to meet, at least in part, the needs for teaching materials, the Joint Group thought it useful to propose that the CDCC publish in early 1989, in the form of back-up material, the dossier prepared by the Paris Region Working Party on the Encounter between Cultures, "Guides for intercultural teaching activities", containing 35 teaching cards (DECS/EGT (89) 12).

Apart from this dossier, which has been widely distributed, the Joint Group has not been able to disseminate the findings of the most successful experiments, as it would have liked. The lack of dissemination of the findings of the experiments, both locally and nationally, and the lack of exchange of the findings among the various countries are the last major limitation of the experiments programme, revealing an incapacity to stimulate exchanges of information and ideas with a view to improving existing teaching aids.

VII. Prospects

7.1 Remember that there are specific situations which persist

Before formulating some proposals concerning the new forms that might be assumed by the programme of experiments in "intercultural education", we feel it useful to point out that, although the general context of migrations is now different from what it was at the beginning of the "experimental classes" scheme, the school and educational situation of immigrant groups continues nevertheless to reveal specific characteristics. These are often linked to the belated reuniting of families, to the cyclical presence of such groups in the country (coming and going of children between schools in countries of origin and in countries of immigration), to the arrival of large groups of people seeking asylum and new migratory flows from the East European countries (including gypsy communities), and lastly to the new and often illicit forms of economic migration towards the countries of Mediterranean Europe.

The coexistence of these realities with the new frame of reference, which prompted the conceptual refocusing of "intercultural education", makes it necessary for school systems and educational structures to meet the specific needs of certain target groups, whether children, young people, adults, the elderly, the long-term unemployed, etc.

An overall approach to the role of the school in education for all, i.e. in a society marked by religious and cultural pluralism, should not lead us to overlook or disregard the specific situations of some of the most disadvantaged groups. We need, on the contrary, to be able to fit them smoothly into an overall educational project.

7.2 Some suggestions

This being said, is it possible on the basis of the analysis of the results and limitations of these experiments to see what the prospects are for implementing an operational activity that might be included among the priority activities decided on by the Council of Europe for the 1990s? And, if so, what activities should be most important?

Bearing in mind the experience acquired over five years of activity, the Joint Group considers that one of the most interesting aspects, but also one of the most difficult to manage in this type of activity, is the broadness of its scope which involves schools and education in general, and at the same time social, political and cultural aspects. Such a field is poorly suited to exclusively educational evaluation.

And yet the main value of this activity lies in its global approach and broad scope. It is significant that the Joint Group, which was given a mandate to manage operational activity, was the result of collaboration between two Council of Europe steering committees, the Council for Cultural Co-operation and the Committee on Migration.

If we want to remain within the new European frame of reference for experiments in "intercultural education" - which we have fully described in this report - the resulting activities can be conducted only through co-operation with several Council of Europe bodies. The fact is that there are undeniable links between educational and cultural aspects and community relations among groups and individuals. Furthermore, problems of social integration cannot be separated without touching on relationships among groups and individuals. An example of this indissociability was provided during the preparation and conduct of the work of the Multidisciplinary Conference on the "Educational and Cultural Aspects of Community Relations" organised by the CDCC and CDMG in co-operation with DH-ED (Committee of Experts for the Promotion of Education and Information in the Field of Human Rights). We believe that the multidisciplinary character should be maintained with a view to possible follow-up to this activity.

The Joint Group considers that the priority lines of approach decided on by the Council of Europe for the 1990s would be the most logical context for building on all that has been achieved in these experiments in "intercultural education" in recent years.

7.3 What might be the focus of the new activity? On the basis of its experience and especially in the wake of the meeting with the experiment organisers and the proceedings of the Multidisciplinary Conference on Educational and Cultural Aspects of Community Relations and the meeting of experts on "the cultural and religious practices of migrants and ethnic groups", the Joint Group considers that this activity could focus on the educational role of the school and the partners in the educational community in the relearning of certain ethical and moral values which are essential for persons living in a multicultural society which professes to respect human rights.

How does the education system in Europe seek, through its principles, objectives and content, to integrate "citizens" into multi-cultural European societies, with reference to their religious, ethnic and national ties, reflected in collective forms of identity which are among those most pregnant with symbolic representations? What knowledge, skills and abilities do education systems transmit in this regard in the various European countries? At a time when Europe is reshaping itself culturally and the topic of "European identity" is being broached, such a target for this activity could lead to very relevant reflection on society's problems today and even provide answers to certain questions raised by the interim report on the community relations project which deals with certain situations of conflict, especially in the major conurbations visited (doc. MG-CR (89) 3, pp. 24 and 27-28).

If we want to avoid the religious fundamentalism witnessed in ancient and recent times, education cannot do without this relearning of ethical and moral values. Learning what is entailed in specific

forms of identity, such as religion, ethnic group or nation, is an essential part of the educational process. The crucial point is neither to regard as sacred nor to ignore it.

7.4 Islam, Hinduism and Buddism are part of the European urban scene. Furthermore, over 15 million people living in Europe have links with other countries or ethnic communities of origin and many of them maintain contact with the world outside Europe. An activity such as we are proposing could stimulate thinking and provide guidelines such as to enable us to obviate the risk of not incorporating into the concept of European identity - and hence of excluding - the cultural contributions of peoples who have immigrated to Europe in the last quarter of a century. It could also point to the essential conditions for practising religion and cultural customs while respecting the principles governing European society.

7.5 The programme, extending over several years, could be built around the establishment of a European network of teams of teachers and educational partners (in and out of school) distributed over several areas (major conurbations in various European countries) whose inhabitants have a variety of cultural backgrounds. The purpose of the network would be to develop training projects for children, young people and adults, centred on communication and exchange among individuals and communities of different ethnic, cultural and religious backgrounds. These projects could focus especially on the educational aspects of the problems raised in the interim report on the community relations project (MG-CR (89) 3 rev.), and the recommendation contained in the final report of the multidisciplinary conference on educational and cultural aspects, prepared by Jacques Berque and entitled "New minority groups in the citadel of Europe" (1), according to which the dynamics of resistance, change and come together should be highlighted in community cultures and attention should be focused on the way in which cultures of religious inspiration are responding to a new social climate marked by liberalism and secularism.

7.6 The co-operation of European institutions could be very useful for the new programme. As indeed was stated by the Joint Group at its first meeting (MG/CC-EI (86) 8) on the question of establishing a link between the Council of Europe's experiments in "intercultural education" and the activities supported by the European Communities in this field, it would be useful for the new programme to give concrete expression to this co-operation.

The Committee of Ministers at its 404th meeting agreed to the Commission being invited, as an observer, to the meetings of the Joint Group. This has never been put into effect. The new programme should offer an opportunity for doing so, and provide indeed for close co-operation, as is stressed in paragraph 5 of the resolution of the Council and the representatives of governments of the member states meeting within the Council on "the fight against racism and xenophobia" (CDMG (90) 10).

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(1) Multidisciplinary conference on educational and cultural aspects of community relations, Strasbourg 5-7 December 1989.

7.7 The new programme which could provide in particular for further training activities for the teams set up, should incorporate in this training the connotations of "intercultural education" as spelt out through the 5-year programme of experiments just analysed.

7.8 A new project extending over several years could be devoted to the establishment of this network of teams. Through its objectives, relating to "the educational and cultural aspects of community relations", it is fully consonant with the Council of Europe's priority lines of action for the 1990s and with the CDCC's project on secondary education in Europe which seeks in particular to generate awareness of the unity and diversity of the European cultural heritage and of interactions with other cultures.

Paris, 17 October 1990

APPENDIX 1

Presentation of the 24 final reports of experiments selected and evaluated by the Joint Group (1987-89)

1. Differdange - Luxembourg (MG/CC-EI (87) 4):

   Project concerning the integration at primary level of Italian and Portuguese children through the teaching of the history, geography, music (songs) and language of the children's country of origin, and through a study visit to Portugal.

2. Saint-Gilles, Brussels (Belgium) (MG/CC-EI (87) 5):

   Experiment concerning a nursery school and a primary school with a very high proportion of foreign pupils (69 Belgians and 284 immigrants), especially Moroccan (186), Italian (31) and Spanish (18) and centred on a co-operative project between Belgian and foreign teachers and pupils' parents.

3. London (United Kingdom) (MG/CC-EI (87) 7):

   Project to bring about the educational (and especially linguistic) integration of pupils belonging to Indian and West Indian minorities in several schools in the capital.

4. Odense (Denmark) (MG/CC-EI (87) 8):

   Project concerning a nursery class composed exclusively of Turkish children and aimed mainly at providing bilingual (Turkish and Danish) teaching and stimulation to facilitate the integration of Turkish children into primary education.

5. Zurich (Switzerland) (MG/CC-EI (87) 9) - (MG/CC-EI (88) 11):

   Project concerning the Zurich-Limmattal school district, which comprises the working-class districts in the centre of Zurich, with more than 60% of foreign pupils and a difficult social environment. Experiment carried out with the support of the Zurich-Limmattal district authorities, providing for intercultural

education in a secondary school through collaboration between 3 "ordinary" classes and 3 courses in the language and culture of origin (Italian and Spanish).

6. Milan (Italy) (MG/CC-EI (87) 10):

Project organised by the CESIL aimed at setting up a working group composed of teachers, experts and leaders of associations with a view to social, educational and cultural activities for young people of foreign origin in some schools in the city in order to facilitate their educational integration.

7. Istanbul (Turkey) (MG/CC-EI (87) 11):

Project aimed at Turkish children returning from the Federal Republic of Germany to Turkey and designed to facilitate their educational integration and to safeguard and develop their knowledge of the German language.

8. Stockholm (Sweden) (MG/CC-EI (88) 3):

Experiment involving several schools and covering several districts of the city of Stockholm, including districts of Teusta and Rinkeby containing a very large proportion of children and adolescents under 18 years old (50%) of foreign origin. The project extended from primary school to secondary school and was geared to the development of intercultural activities in all classes.

9. Barcelona (Spain) (MG/CC-EI (88) 3) - (MG/CC-EI (89) 9):

The experiment organised by the "Asociación Española de Amistad con los Pueblos Arabes" concerned mainly the population of Moroccan origin of the city of Barcelona and was designed to promote education directed against prejudice and intolerance.

10. Fontaine (France) (MG/CC-EI (88) 6) - (MG/CC-EI (89) 12):

Project concerning the Robespierre school complex in Fontaine, a town with a large proportion of Italian (2,730) and Algerian (1,100) immigrants out of a population of 22,827.

The project is geared to an interculturally-oriented educational and methodological approach and involves the participation of several teachers of various classes, in co-operation with the CEFISEM team from Grenoble. The experiment involved very well co-ordinated methods of implementation, teacher training and co-operation among teachers and various forms of parent participation in the project.

11. Ankara (Turkey) (MG/CC-EI (88) 7):

Project organised by Kemal Yurtbilir Anatolian Lycée, Ankara, for Turkish children (44) returning home after periods of varying length in the Federal Republic of Germany and focusing on the learning of Turkish and the teaching of the various subjects in German in order to turn to account their linguistic knowledge.

12. Brussels (Belgium) (MG/CC-EI (88) 8):

Project organised by the Ecole primaire mixte no. 1/2, Brussels, geared to integrated Spanish and Italian courses, literacy courses for North African mothers and an intercultural (Turkish, Moroccan and Spanish) music experiment.

13. Drammen (Norway) (MG/CC-EI (88) 9) - (MG/CC-EI (89) 18):

Project organised by the Fjell school in Drammen, focusing on the production of bilingual textbooks, the organisation of two bi-cultural classes (Turkish-Norwegian and Urdu-Norwegian) and language-teaching turning to account the wealth of linguistic codes of children of different nationalities present in the class.
Project involving teacher training in the 3 languages most commonly spoken by Indian or Pakistani immigrant children (Hindi, Punjabi and Urdu).

14. La Chaux-de-Fonds (Switzerland) (MG/CC-EI (88) 10):

Intercultural education project covering all the schools in the town, in its relations with foreign communities, carried out in co-operation with the College of Education and supported by the Town Council of Chaux-de-Fonds.
The project involved the preparation of "information boxes", an elementary

"glossary" designed to show children the meaning of basic vocabulary and how to use it and a "guide" to help foreign families integrate into the local community.

15. Malmö (Sweden) (MG/CC-EI (88) 12):

Project carried out by the School of Education of the University of Lund concerning a survey on experiments in the use of a language other than Swedish as the medium of instruction for Swedish pupils in gymnasium schools in Sweden.

16. Aalborg (Denmark) (MG/CC-EI (88) 13):

The experiment concerned 4 bi-cultural classes in the municipality of Aalborg, with pupils of Iranian and Arab origin. The project was carried out in co-operation with the parents of Danish and foreign children.

17. Maastricht (Netherlands) (MG/CC-EI (87) 6) - (MG/CC-EI (88) 16):

The experiment was conducted within the framework of the new policy for educational priority involving structural collaboration between the departments of health, welfare and education.
Project concerning 4 schools in the city, focusing on the health education of foreign children and also involving their parents. Awareness courses run by school doctors specialising in nutrition and children's playing behaviour.

18. London (United Kingdom) (MG/CC-EI (88) 15):

Project organised by the Frederick Bird Junior School, Coventry (London), linked to schools in Kapuribara-Punjab and other English schools, aimed particularly at providing schooling for Indian children and taking into account their language and culture in education and in relations with their families.

19. Liège (Belgium) (MG/CC-EI (89) 13):

This experiment took place in a disadvantaged part of the city, involving in particular considerable literacy work with adults, co-operation among teachers and the collaboration of families, and a concern to cater to the entire district.

20. The Hague (Netherlands) (MG/CC-EI (89) 14):

Project concerning the children of foreign families or from the former Dutch colonies in an old district called "Transvaal", near the centre of The Hague. The experiment is organised by the Roman Catholic primary school "Onze Werlld" ("Our World"), which has 500 pupils, and concerns the response of the school to the intake of children of different language, culture and religion. The project is centred on an intercultural approach to religious practices (especially celebrations). 50% of the school's pupils are from Surinam, 10% from the Netherlands and 40% from other foreign countries (mainly Morocco, Turkey and Pakistan).

21. Offenbach (Germany) (MG/CC-EI (89) 16):

Project organised by the Mathilden school, which is a combined elementary, intermediate and secondary school with a high percentage of foreign pupils (69%, mainly Italian, Turkish and Moroccan). In the city of Offenbach, 20% of the population are foreigners.

The project conducted by the teaching staff provided for 3 syllabuses with an intercultural approach. The project concerned several schools in the county of Hessen.

22. Birmingham (United Kingdom) (MG/CC-EI (89) 17):

Project concerning the Starbank School, situated in the "inner city" area of Birmingham, with 546 pupils, 65% of whom belong to "ethnic minorities", especially from Pakistan.

The project, involving a staff of 30, focused on the implications of a changing school population and the organisation of basic training for parents and the setting up of a community/parent group.

23. Reggio-Emilia (Italy) (MG/CC-EI (90) 12):

Project carried out in Rio Saliceto, a small village with 4,000 inhabitants in the province of Reggio-Emilia which for the past 10 years has received numbers of immigrants, chiefly from Turkey, India, Pakistan and Viet Nam.

The project covers nursery schools and the primary school, involving several partners (children, teachers and adults) within an intercultural educational and methodological framework, giving rise to the production of a variety of teaching materials.

24. GRAUIC project, Geneva (Switzerland) (MG/CC-EI (90) 11):

Original project organised by the GRAUIC Group (Action-Research Group of Psychologists for an Intercultural Education) which brings together psychologists attached to different departments, whose activities cover the whole canton of Geneva. The project is directed at pupils of all ages: pre-school and primary school children (4-12 years), adolescents in lower secondary education (12-15 years) and young people pursuing their education beyond the compulsory stage, whether of foreign or local origin. The purpose of the project is to clarify the role of psychologists in the reception and integration of pupils with different cultural backgrounds.

COUNCIL OF EUROPE
COMMITTEE OF MINISTERS

RECOMMENDATION No. R (83) 4

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

CONCERNING THE PROMOTION OF AN AWARENESS OF EUROPE IN SECONDARY SCHOOLS

(Adopted by the Committee of Ministers on 18 April 1983 at the 358th meeting of the Ministers' Deputies)

The Committee of Ministers, under the terms of Article 15.*b* of the Statute of the Council of Europe,

Having regard to the European Cultural Convention (1954) which underlines the need for education for European understanding ;

Recalling its Resolution (64) 11 on "Civics and European Education" ;

Having regard to the findings of the Council for Cultural Co-operation's Project No. 1 on secondary education, "Preparation for life" (1978-82) ;

Having regard to the Council of Europe's Second Medium-Term Plan (1981-86), and in particular to :

i. Objective 10.1 — the encouragement of an awareness of the cultural identity of Europe in its diversity and the recognition of possibilities of dialogue and mutual understanding with other parts of the world ;

ii. Objective 11.3 — the enhancement of the contribution of national education systems to public awareness of Europe and the stimulation of active co-operation and communication among Europeans ;

Noting the Recommendation concerning education for international understanding, co-operation and peace and education relating to human rights and fundamental freedoms adopted by the General Conference of UNESCO at its 18th Session (Paris, 19 November 1974),

Recommends the governments of member states :

a. to take account, in the implementation of their policies for secondary education, of the principles set out in the Appendix to this recommendation, or to draw them to the attention of the competent bodies concerned, so that they can be considered and, where appropriate, taken into account ;

b. to ensure that this recommendation is distributed as widely as possible among all persons and bodies concerned with the promotion of an awareness of Europe among pupils and teachers.

Appendix to Recommendation No. R (83) 4

Principles for the guidance of those drawing up educational programmes for the promotion of an awareness of Europe in secondary schools

1. **Aims**

1.1. Programmes to promote an awareness of Europe in secondary schools may have a wide variety of content which will be determined by the needs and interests of individual countries, regions and schools.

1.2. In spite of any differences of content, these programmes should encourage all young Europeans to :

i. show respect for, and solidarity with, peoples of other nations and cultures ;

ii. see themselves not only as citizens of their own regions and countries, but also as citizens of Europe and of the wider world.

1.3. All young Europeans should be helped to acquire :

i. a willingness and ability to preserve and promote democracy, human rights and fundamental freedoms ;

ii. the knowledge and skills needed to cope with life in an interdependent world, characterised by diversity and by constant and rapid change ;

iii. an understanding of their common cultural heritage, its contribution to other civilisations, and the debt which it owes to those civilisations ;

iv. an awareness of the institutions and organisations set up to promote European co-operation and a willingness to support their ideals and activities.

2. **Approaches**

It is possible to teach about Europe in secondary schools through separate subjects, or through inter-disciplinary courses. While schools must be allowed freedom to choose those approaches which best suit their particular situations, care should be taken to :

i. build on what will have been learned about Europe during the earlier years of schooling ;

ii. ensure that what is taught about Europe has an overall coherence. Fragmentation of knowledge and understanding can be avoided by careful planning and by cross-referencing (that is, co-ordination) between subjects.

3. **Content**

3.1. In teaching about Europe, secondary schools should seek to give pupils a full understanding of the following key concepts :

i. democracy, human rights and fundamental freedoms ;

ii. tolerance and pluralism ;

iii. interdependence and co-operation ;

iv. human and cultural unity and diversity ;

v. conflict and change.

3.2. These concepts can best be illustrated by themes and topics which demonstrate the need for international understanding and co-operation, such as :

i. the prevention of war and the non-violent solution of conflict ;

ii. the conservation of the European cultural heritage ;

iii. the impact of migration ;

iv. the preservation of ecological balance ;

v. the best use of energy and natural resources ;

vi. changing needs in communications and trade ;

vii. relations with the developing countries.

3.3. It is obvious that modern languages, history, geography and social studies have a vital contribution to make to the promotion of an awareness of Europe in secondary schools. But due attention should be paid to the contribution which can be made by science and technology, artistic activities, music and indeed of almost all subjects in the secondary school curriculum.

4. **Methods**

4.1. The diversity of school systems in member states inevitably leads to differences in classroom practice. Nevertheless, in implementing programmes designed to increase an awareness of Europe, many teachers will wish to :

i. use methodologies which are active, investigational and discovery-based ; use projects which involve personal research and interviewing ; exploit local and national links with other countries ;

ii. give young people opportunities for active participation, decision-making and responsibility within the school community in order to prepare them for life in a free democratic society ;

iii. encourage pupils to participate in extra-curricular activities with an international dimension, for example participation in the European Schools Day competition, UNESCO Clubs and the UNESCO Associated Schools Project, the establishment of European clubs in schools, school correspondence and exchanges, visits to the European institutions and events linked to town twinnings ;

iv. encourage pupils to take an informed and critical interest in coverage of international events by the mass media ;

v. make use of primary sources and material from other countries and from international organisations, both intergovernmental and non-governmental.

4.2. As European society is becoming increasingly multicultural, schools should actively involve people from other cultural backgrounds in the learning process, wherever possible. This would help pupils to develop truly tolerant attitudes and a realisation that—despite differences of colour, creed and customs—all share a basic common dignity and basic common needs.

5. **Teacher training**

The success of programmes to develop an awareness of Europe in secondary schools depends, to a large extent, on the knowledge, skills and attitudes of those who teach them. It is, therefore, essential to provide appropriate courses of both pre-service and in-service education, not only for practising teachers, but also for senior administrators, inspectors, advisers and school principals. Furthermore, teachers and other educators should be encouraged to avail themselves of opportunities for studies in, and exchanges with, other European countries.

6. **Monitoring and evaluation**

In order to avoid duplication of effort and to make the best possible use of resources, there should be careful monitoring and evaluation of programmes to promote an awareness of Europe in secondary schools in member states. This would ascertain the extent to which :

i. the aims and objectives of the programmes are being achieved ;

ii. the interests and needs of the learners are being satisfactorily met.

Such evaluation could also lead to a sharing of experiences among member states and to the identification and dissemination of good practice.

APPENDIX 3

COUNCIL OF EUROPE
COMMITTEE OF MINISTERS

RECOMMENDATION No. R (83) 13

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

ON THE ROLE OF THE SECONDARY SCHOOL IN PREPARING YOUNG PEOPLE FOR LIFE

(Adopted by the Committee of Ministers on 23 September 1983 at the 362nd meeting of the Ministers' Deputies)

The Committee of Ministers, under the terms of Article 15.*b* of the Statute of the Council of Europe,

Having regard to the findings of Project No. 1 of the Council for Cultural Co-operation (CDCC) on secondary education, "Preparation for life" (1978-82) ;

Considering that Western Europe is undergoing a period of change and uncertainty, which varies in intensity from region to region ;

Aware that many young people today are deeply concerned about the future, their roles in society and their chances of vocational training and work ;

Believing that the future of European society depends on the ability and willingness of all its members :

i. to accept, preserve and promote human values, democracy and human rights ;

ii. to further European co-operation, to display a sense of solidarity with the rest of the world and to work for peace ;

iii. to understand and respect others, to be tolerant, to recognise the right to be different and to combat prejudice ;

iv. to resolve conflict in an open and democratic manner ;

v. to display positive attitudes towards learning and work ;

vi. to respond with initiative to changing situations, including different patterns of employment ;

vii. to understand the basic ideas of data processing and to take an informed and socially responsible stand on scientific and technological issues ;

viii. to adopt discriminating attitudes towards the messages of the mass media and advertising ;

ix. to display a sense of stewardship towards the environment ;

Believing that these requirements can only be met by independent and responsible men and women ;

Recognising that, although the school is not the only source of education, it has, more than ever before, a crucial role to play in forming independent and responsible individual

Recommends the governments of member states :

a. to take account, in the implementation of their policies for secondary education, of the principles set out at the appendix hereto or to draw them to the attention of the competent bodies concerned so that they can be considered and, where appropriate, taken into account ;

b. to ensure that this recommendation is distributed as widely as possible among all persons and bodies concerned with secondary education.

Appendix to Recommendation No. R (83) 13

Principles for the guidance of those responsible for programmes concerned with preparing young people for life

1. In preparing young people for life in society, special attention should be paid to their needs in the years just before and just after the end of compulsory education because :

i. these years are a period of intensive personal and social development ;

ii. during them, all young people have to take momentous decisions about their future ;

iii. in many member states, young people reach the age of majority a few years after the end of compulsory schooling.

2. Education systems should give all young people the opportunity to acquire essential knowledge, skills and attitudes in the following key areas, which are closely interdependent :

i. Preparation for life in a democratic society. This should cover human rights and fundamental freedoms, the duties and responsibilities of citizens, and politics and economics. It should help young people to participate in public life at local and national level and to understand international politics ;

ii. Preparation for personal life. This should include fundamental values and personal, family and community relations. Young people should be given experience in personal decision-making, problem-solving and planning ;

iii. Preparation for cultural life. This should enable young people to find sources of personal enrichment and to participate actively in cultural life. It should include an introduction to the cultural, spiritual, historical and scientific heritage, as well as preparation for life in a multicultural society. The concept of culture should be interpreted in a broad sense and culture should be given its rightful place in the teaching of all subjects ;

iv. Preparation for the world of work. In the compulsory secondary school, this should be concerned with providing a broad perspective on working life, and it should include both a theoretical introduction to the nature and forms of work and work experience. In technical and vocational studies, specialisation should be carried out gradually, wherever possible after a broad training in the elements which are common to a family of occupations. All young people should be aware of the important role that science and technology will play in their lives.

3. Schools should anticipate further studies and training by offering, in a perspective of lifelong learning, an appropriate counselling and guidance service on the possibilities offered by training schemes and by higher and adult education. In order to help young people to make the best use of these opportunities, schools should lay special emphasis on the acquisition of communication and study skills.

4. The preparation of young people for life will be facilitated by an active partnership between the school and other social institutions. In particular, the school could co-operate with advantage with :

i. the family, through close co-operation with parents ;

ii. the local community, through community involvement in the life of the school and voluntary involvement by young people in the life of the community ;

iii. social and political institutions, through discussions with leaders of public opinion, the study of and visits to local and national public institutions and appropriate out-of-school activities ;

iv. other countries, through wide-ranging personal contacts, exchanges, and school twinning and correspondence. This will encourage the learning of foreign languages ;

v. the world of work, through work experience and contacts with representatives of employers and of trade unions ;

vi. the world of culture in the widest sense, through active participation in social, artistic and scientific activities and sport.

5. The ethos, curricula and management of schools should be such as to allow young people opportunities for practical experience of the exercise of democratic values. Where appropriate, young people should be given opportunities :

i. to participate in informed decision-making with those responsible for their education ;

ii. to assume responsibilities towards themselves, their classmates, their school, their family, their peer groups and their community ;

iii. to practise forms of delegation and representation ;

iv. to join school councils and informal students' groups.

6. School staff should be helped, through appropriate initial and in-service training, to acquire the knowledge, attitudes and skills required for counselling and guidance. In particular, they should be encouraged :

i. to understand the psychological and affective needs of their pupils ;

ii. to develop sensitive democratic leadership ;

iii. to use, as a resource, the different cultural and social backgrounds of their pupils ;

iv. to have knowledge and even experience of the world of work outside the education system.

7. Educational authorities should allow schools both the flexibility and the time that they will require if they are to establish a partnership with other social institutions and create opportunities for pupil participation.

8. There should be a guarantee that, at the end of their compulsory education, all young people should be offered a job or further education or training. Special efforts should be made for vulnerable and disadvantaged groups. As policies for young people often concern several ministries and departments within ministries, member states may wish to review the existing links between them and, where necessary, take measures to ensure the coherence of such policies.

APPENDIX 4

COUNCIL OF EUROPE
COMMITTEE OF MINISTERS

RECOMMENDATION No. R (84) 18

OF THE COMMITTEE OF MINISTERS TO MEMBER STATES

ON THE TRAINING OF TEACHERS IN EDUCATION FOR INTERCULTURAL UNDERSTANDING, NOTABLY IN A CONTEXT OF MIGRATION[1]

(Adopted by the Committee of Ministers on 25 September 1984 at the 375th meeting of the Ministers' Deputies)

The Committee of Ministers, under the terms of Article 15.*b* of the Statute of the Council of Europe,

1. Having regard to the European Cultural Convention,

2. Recalling :

— its Resolution (70) 35 on "School education for the children of migrant workers",

— its Declaration regarding "Intolerance—a threat to democracy" (14 May 1981) ;

3. Bearing in mind Resolution No. 1 (1983) of the Standing Conference of European Ministers of Education, on "Migrants' education" ;

4. Noting Recommendation 786 (1976) of the Consultative Assembly of the Council of Europe on the education and cultural development of migrants ;

5. Considering that the societies with multicultural features created in Europe by the population movements of recent decades are an irreversible and generally positive development, in that they may help to further closer links between the peoples of Europe as well as between Europe and other parts of the world ;

6. Considering that flourishing relations in all fields require a fuller understanding of the cultures and ways of life of other peoples, as well as, in the event, of their common cultural heritage ;

7. Considering that the presence in schools in Europe of millions of children from foreign cultural communities constitutes a source of enrichment and a major medium- and long-term asset, provided that education policies are geared to fostering open-mindedness and an understanding of cultural differences ;

8. Considering the essential role of teachers in helping such pupils to integrate into school and society, as well as in developing mutual understanding ;

9. Considering it is necessary to prepare teachers for this important task ;

1. When this recommendation was adopted, the Representative of the United Kingdom, in application of Article 10.2.*c* of the Rules of Procedure for the meetings of the Ministers' Deputies, reserved the right of her Government to comply with it or not.

10. Considering that, in order to fulfil this task, the training given to teachers should equip them to adopt an intercultural approach and be based on an awareness of the enrichment constituted by intercultural understanding and of the value and originality of each culture ;

11. Considering that this intercultural approach should be adopted by all teachers in host countries and countries of origin alike, because it concerns all children ;

12. Considering, too, that teachers issuing from migrant populations are particularly suited to creating with their pupils an educational process which takes account of the interaction of the features of their cultures of origin and of their host *milieu*,

I. Recommends :

A. *that the governments of member states* (within the context of their educational and legislative systems and their policies and available resources)

1. make the intercultural dimension and the understanding between different communities a feature of initial and in-service teacher-training, and in particular :

1.1. train teachers in such a way that they :

— become aware of the various forms of cultural expression present in their own national cultures, and in migrant communities ;

— recognise that ethnocentric attitudes and stereotyping can damage individuals and, therefore, attempt to counteract their influence ;

— realise that they too should become agents of a process of cultural exchange and develop and use strategies for approaching, understanding and giving due consideration to other cultures as well as educating their pupils to give due consideration to them ;

— become aware of social exchanges existing between the country of origin and the host country not only in the cultural field but also in their historical dimension ;

— become conscious of the economic, social, political and historical causes and effects of migration ;

— become conscious too of the fact that the active participation of migrant children in two cultures and their access to intercultural understanding depend, to a great extent, on conditions of stay, work and education in the host country ;

1.2. put at the disposal of student teachers and teachers all useful information on the cultures of countries of origin (for host countries) and of the host countries (for countries of origin) ;

1.3. make teachers and pupils more receptive to different cultures by, *inter alia*, incorporating into teacher-training the use of authentic materials[1] and artefacts in the classroom, thus enabling them to see their own culture in a new light ;

1.4. help student teachers and teachers to understand and appreciate educational approaches other than those in their own countries ;

1.5. make student teachers and teachers aware of the importance of direct contacts between school and parents (especially migrants) and train them to establish and maintain such contacts ;

2. encourage the development and use of appropriate materials to support the intercultural approach in the training of teachers and in school in order to give a "truer" image of the different cultures of their pupils ;

3. as far as possible, encourage the setting up of "intercultural resource centres" in which documents, information and various teaching aids relating to the different cultures concerned would be available, or encourage existing resource centres to act as such ;

4. where appropriate, encourage the holding of national and international seminars and courses on the intercultural approach to education for teachers, teacher trainers, administrators and other persons involved in teacher-training, including welfare and labour officers who have close professional relations with migrant families ;

1. Any objects or documents which are in common use.

5. encourage the setting up of common in-service teacher-training courses for both host country and country of origin teachers as well as the training of teachers from the migrant community itself ;

6. where appropriate, foster exchanges of student teachers, teachers and teacher trainers in order to promote better knowledge and understanding of different cultures and education systems ;

7. promote the circulation of the material on intercultural education and training developed under the auspices of the Council of Europe ;

B. *that the governments of countries of origin*

1. provide teachers, before they leave to teach abroad, with sufficient knowledge of the language, culture and way of life of the host society ;

2. prepare these teachers to take account of the fact that teaching their mother tongue to migrants' children in host countries requires an appropriate methodology and to act accordingly ;

3. prepare these teachers to act also as intermediaries between school and parents in host countries ;

4. pay attention, in teacher-training, to the educational problems, including linguistic ones, that can face migrant pupils should they return to the country of origin during their schooling ;

C. *that the governments of host countries*

1. include, in teacher-training, appropriate preparation for teaching the host language in a more effective way to children of other linguistic backgrounds and for better understanding the behaviour of pupils from countries where the culture and way of life differ from the host society ;

2. where appropriate, endeavour to promote suitable opportunities for student teachers and teachers to acquire a basic knowledge of one of the languages of the countries of origin and to reflect upon this learning process, in order to open their minds to another culture and give them a better understanding of the difficulties experienced by migrant children ;

3. where appropriate, give attention to the status of teachers from countries of origin, in accordance with national legislation, and to their role in the school community ;

4. offer country of origin teachers training opportunities that will enhance their knowledge and understanding of the language, culture, way of life and education system of the host country ;

5. encourage, concurrently, the recruitment of teachers from the migrant community to develop, in school curricula, a pedagogy which integrates cultural and linguistic elements of the country of origin in relation to the history of immigration and the culture of the host society ;

II. Instructs the Secretary General to transmit this recommendation to the governments of those states party to the European Cultural Convention which are not members of the Council of Europe.

APPENDIX 5

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

Strasbourg, 29 August 1989
AGEN3-5OCT.DR

DECS/EGT (89) Misc 27

MEETING OF ORGANISERS/ANIMATEURS OF THE COUNCIL OF EUROPE'S EXPERIMENTS IN INTERCULTURAL EDUCATION

STRASBOURG, 3-5 OCTOBER 1989

DRAFT AGENDA

1. Opening of the meeting

The meeting will be opened by the Chairman, Mr. F.M. OSTINI (Switzerland), on Tuesday, 3 October 1989 at 10h00 in Room 14 of the Palais de l'Europe.

2. Statement by the Secretariat on:

i. the Council of Europe's programme of experiments in intercultural education;

ii. the aims of the evaluation of the 1986-1989 experiments.

3. The 1986-1989 experiments

The participants will be invited to present their experiments and to discuss with the Council of Europe experts the different aspects, in particular:

i. The context of the experiment (school context, ethnic background and age of pupils, teaching staff, etc).

ii. The objectives (working hypotheses, needs which the experiments sought to meet, expected results, place of the intercultural approach within the project).

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iii. The methodology employed (intervening parties, teachers, parents, cultural animateurs, social workers, associations, municipal authorities, organisations, etc), nature of curriculum, duration, equipment and materials, teaching methods used, co-ordination between different participants).

iv. The assessment of the experience (internal or external assessment? By whom? Teachers? Pupils? Parents? Authorities? Research workers?)

4. Results and evaluation of 1986-1989 experiments presented by the Council of Europe

It should be recalled that from the Council of Europe's standpoint, these experiments do not constitute an isolated project. They are aimed at identifying relevant content, methods and guidelines that will serve as a basis for the adoption of appropriate, innovative strategies by the countries concerned.

As a consequence the organisers of these experiments will be invited to discuss, in particular, the following:

i. The question of partly or totally meeting the objectives of these experiments (cf. memorandum on the organisation of experiments in intercultural education - Doc. MG/CC-EI (87) 1 enclosed).

ii. The question of incorporating the experiments in the school context and the socio-cultural environment: were the experiments placed in a coherent network of educational, socio-cultural and intercultural action (link between pre-primary, primary and secondary schools; co-operation between teachers of languages and cultures of origin and teachers who are natives of the country of residence, link between the school, the family, the local community, etc, along the lines indicated in the "Memorandum" and, if so, what particular direction did they take (either inside or outside the school)? What difficulties were encountered and what suggestions could be made as to how they could be overcome - what prospects did the experiments open up?

iii. The question of teacher training:

- What specific training needs were revealed by the experiment? What teacher profile emerged and what working methods were found to be indispensable (work in a combined team, work in connection with the teaching team, work in close co-operation with outside individuals and organisations)?

iv. The question of parental participation:

- Did the experiment enable a number of parents (foreign and native) to participate in specific activities as educational partners? Is there any development on such participation within and outside the framework of the experiment?

v. The question of the role played by associations, cultural agencies, municipal authorities, media, etc: Did associations, cultural agencies, municipal authorities, etc support the experiment? Was the co-operation between the various participants (where appropriate) involved in the experiment, satisfactory? If not, what are the organisational conditions necessary for successful co-operation between the school and the other partners in the experiment?

vi. The question of transferability of the experiment and its follow-up

Can the experiment be repeated elsewhere? If so, what follow-up is envisaged by the local/national authorities? If not, what are the organisational conditions for such transferability?

vii. All other questions considered useful for the drafting of the evaluation report

5. Summary of the debate by the Chairman

6. Other business

7. Closing of the meeting

The meeting will close on Thursday, 5 October 1989, towards 18h00.

APPENDIX 6

MEETING OF ORGANISERS/ANIMATEURS OF THE COUNCIL OF EUROPE'S EXPERIMENTS IN INTERCULTURAL EDUCATION

REUNION DES ORGANISATEURS/ANIMATEURS DES EXPERIENCES D'EDUCATION INTERCULTURELLE DU CONSEIL DE L'EUROPE

STRASBOURG, 3-5 OCTOBRE 1989

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Mr. Eoghan Ó LOINGSIGH

APPENDIX 7

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

Strasbourg 2 September 1989
AMGCCEI15.89

MG-CC/EI (89) 15
Or. Fr.

JOINT GROUP OF EXPERTS ON EXPERIMENTS IN INTERCULTURAL EDUCATION (MG-CC/EI)

OUTLINE MODEL FOR THE SUBMISSION OF FINAL REPORTS ON EXPERIMENTS IN INTERCULTURAL EDUCATION

adopted by the Joint Group at its 7th meeting (July 1989)

21.781
03.3

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OUTLINE MODEL

FINAL REPORT ON THE "..." EXPERIMENT IN INTERCULTURAL EDUCATION IN ... SCHOOL (town, country),

prepared by ... (name of project leader).

1. **Title page**

2. **Introduction**

Particulars of the context of the experiment (at both the start and end of the experiment), age structure and places of birth of pupils, participants, description of teaching staff, etc;

3. **Description of objectives**

This part of the report should describe working hypotheses, expected results, the needs which the experiment sought to meet, and the place of the intercultural approach within the project;

4. **Conduct of the experiment**

Concise description of the methodology applied, nature of curriculum, duration, teaching methods used, target groups, cost of experiment, etc.

5. **Results and evaluation**

Description of, for example, roles and co-operation between the various participants (where appropriate) involved in the experiment (eg parents' associations, educational and cultural agencies, teachers), educational monitoring of the activity, difficulties encountered, role played by municipal authorities, etc. Indicate whether the objectives were achieved or not.

6. **Appendices**

Attach (copies of) teaching aids used and/or evidence of how the experiment proceeded (photos, videos, press articles, etc).

FURTHER SUGGESTIONS FOR THE PREPARATION OF REPORTS

Introduction

Context of the experiment. Describes the school and/or out-of-school background to the experiment and summarises the year's curriculum. Accordingly restates the information supplied with the application (which should be appended for information) and shows concisely how the objectives were achieved or explains why the expected results were not achieved.

Needs

What needs were targeted? Individual? Community? Educational? Out-of-school? Was the aim educational/community/linguistic/socio-cultural integration? Literacy? Maintenance of specific skills/knowledge in language and culture of

origin? Measures for linguistic, socio-cultural or economic reintegration in countries of origin/return? Training for trainers? Teachers? Other personnel involved? Involvement (especially in out-of-school contexts) of the indigenousnpopulation in the life of migrants, etc? Measures to promote avareness of diversity, tolerance, etc? Degree of acceptance of diversity? Linguistic? Cultural? Religious?

Priorities

Since the experiment cannot take all needs into account at once, they will have to be grouped in series and priorities determined. Needs will therefore have to be named and put in order. This order should in any case have been indicated on the application to make it possible to answer questions such as: who does what? How? Why?

Target Groups

Description of the groups for whom the experiment is directly or indirectly designed. In other words: who are the intended beneficiaries?

If the target group is school pupils, the level should be indicated (pre-school - even if this seems inconsistent - or nursery, etc), as should the class or classes involved, the number of pupils, their ages and sex. Are the pupils indigenous children? Migrant children? Refugee children? Children of asylum seekers? Of nomads? Of clandestine migrants? (In some cases, a non-school group may be the target). Should the "educatiohal" target group include the teaching staff? School administrators? Were the intended beneficiaries identified individually or as a group? In the classroom? Out of the classroom but in an educational context?

In the case of a non-school target group, were the parents involved? School or other authorities not directly involved in the experiment and/or the "school" setting? Village community? Urban community? District community? Voluntary associations? Training institutions? Recreational centres? Immigrant associations? Joint Chambers of Commerce? Employers' associations? Trade unions? Welfare assistants? School doctors/nurses? Reception organisations for foreigners? etc.

Objectives

(and working hypothesis(es) adopted)

This entails transforming needs, priorities and target groups into operational objectives, ie objectives so formulated as to make it possible for (self-) evaluation to establish objectively which objectives have been achieved and to what extent.

Curriculum

- Summary of the curriculum and work plan (school and/or out-of-school) and/or research plan as given in the application.

- Explanation of the reasons for which the original curriculum was curtailed or extended as the experiment progressed (form and content).

- Details of changes in participants and resources (human, financial, material).

- Description of activities and the period and place of their implementation (locations: school and non-school).

- Organisation, relationship between activities.

- Duration of activities.

- Description of internal and external "service suppliers" (human resources: individuals, organisations), their specific responsibilities, their strengths and weaknesses, political backing or political constraints.

- Teaching methods used (theory and practice).

- Research methods (if the experiment is considered as research by those involved in it).

  (Bibliographical references to be appended.)

- Financial and material resources available, expected and unexpected shortcomings.

- Teaching resources used, both existing and newly created (including audiovisual and computer resources).

- Local, regional and national dissemination of information about the continuing or completed experiment (directly interested or concerned groups, specialist press for teachers and/or researchers, mass media).

Evaluation

Self-evaluation by those involved? Who are they? Pupils? Teachers? Researchers? Authorities? Internal evaluation? External evaluation? Role of/for experts?

Evaluation instruments? Which?

Objective and subjective evaluation (eg. daily reviews or records, etc)?

Evaluation of what? Objectives achieved? Adequate means/resources?

Difficulties encountered?

Expected results?

Conclusions

Summary. Final thoughts. Cf. transferability, follow-up.

Appendices

Annotated bibliography.

Examples of teaching resources used and created.

Photographs.

List of direct participants.

Addresses.

Press cuttings.

Evaluation instruments.

Application file (summary).

+ any other material contributing to an understanding of the experiment.

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

Strasbourg 8 January 1991
[exint.adda]

DECS/EGT (90) 37
MG/CC-EI (90) 3 rev.
Addendum

**REPORT OF THE 10TH MEETING
OF THE JOINT GROUP OF EXPERTS
ON EXPERIMENTS IN INTERCULTURAL EDUCATION**

Strasbourg 20 and 21 December 1990

1. On 20 and 21 December I chaired the proceedings of the above-mentioned group of experts.

2. After examining five experiments conducted in France, Turkey, Norway, Italy and Switzerland during the 1989-90 school year, the group held a wide-ranging exchange of views on the revised version of the final evaluation report on the experiments carried out from 1986 to 1990 which I wrote on the group's behalf (see attached text with copies of the summary and the author's memorandum to the CDCC).

3. Lastly, the group approved the text of a collective covering letter to its final report (MG/CC-EI (90) 15) and a memorandum to be appended to the report itself for the attention of the Chairmen of the CDCC and the CDMG.

4. The group's activity will end in 1991 with the presentation of the final document to the CDCC and the CDMG by two of its representatives.

Strasbourg 21 December 1990

Antonio PEROTTI

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MEMORANDUM
TO THE JOINT GROUP'S FINAL REPORT

Following its meeting on 20 and 21 December 1990, the Joint Group, after making a final analysis of the final report and considering the rapid developments affecting Europe in particular, wished to record the following points:

Trends and prospects

The end of the programme of experiments in intercultural education, scheduled for 1991, and hence the end of the terms of reference for evaluating the programme coincide with the emergence of several trends:

- the search for a European identity, conscience and culture, which is increasingly marked by the various processes of European unification (EEC, EFTA, Council of Europe, CSCE);

- the simultaneous resurgence in Europe of nationalist movements, regional individualities and cases of ethnic and religious self-assertion;

- the prospect of large-scale population movements between Eastern and Western Europe and the persistence of, or even increase in, immigration pressure from the developing countries, especially from the southern side of the Mediterranean;

- the proliferation of asylum-seekers from Asia and Africa.

The year 1991 will be marked by important debates at European level on prospects connected with the development of these phenomena:

- an interministerial conference on East-West migration, to be held in Vienna on 24 and 25 January;

- a conference to be held by OECD in Rome on 13-15 March on migratory movements from the south, at the request of the Italian Government;

- a conference of the Migration Ministers of the Council of Europe countries, to be held in Luxembourg on 17 and 18 September.

These conferences are intended to influence to some extent the migration policies of the countries concerned and, indirectly, the educational and cultural questions closely connected with such policies.

These phenomena and debates will undoubtedly influence the implementation in 1991 of the CDCC's new major project on **"Secondary education in Europe"** and the conclusions and guidelines to be adopted at the closing, in November 1991, of the CDMG's project on community relations.

Key ideas

The Joint Group is convinced that both the implementation of the first project and the conclusions of the discussions could very usefully be guided by three key ideas:

- The programme of **intercultural education** is due to end in 1991 and will not be extended beyond that date. As such, it has no future. Nevertheless, its conceptual reference framevork and above all the social changes which prompted it and fuelled the thinking underlying the work of the Joint Group of Experts responsible for monitoring it are still highly relevant.

- The programme of experiments vas affected by considerable difficulties and limits because of the methods which the Joint Group had to use for the purpose of selecting and evaluating the experiments. This selection and evaluation vas based only on vritten reports vhose validity vas not verified on the spot by the Groups's members. Many experiments also suffered from a considerable shortage of educational aid. The lack of facilities for disseminating the results of the most effective experiments placed another significant limit on the programme, vhich vas not therefore stimulated by any exchange of information.

- The nev reference framevork of the establishment in Europe of large immigrant communities in relation to the period vhen the initial Council of Europe **"experimental classes"** came into being should not obscure the persistence of specific situations of nev migratory movements (family reunion, groving influx of political refugees, nev migratory movements, often of a clandestine nature). The coexistence of these realities makes it necessary for school systems and educational structures to meet the specific needs of certain target groups, vhether they be children, young people, adults, (especially illiterates), senior citizens or long-term unemployed people.

Proposals for future activities

- With regard to future prospects for reinvesting the main results of the programme, the Joint Group considers that vhile the **magnitude of the field of application** of intercultural education experiments relating to the school, education, social, political and cultural fields makes it difficult to manage this type of activity and is ill-suited to a purely educational evaluation, it nevertheless constitutes a highly positive feature thereof on account of the universality of the approach it entails.

- The Joint Group considers that the priority lines of action laid down by the Council of Europe for the 1990s vould be the most coherent framevork for reinvesting all the gains resulting from the experiment: especially the nev project on secondary education in Europe, vhich is aimed, amongst other things, at creating avareness of the unity and diversity of the European cultural heritage.

- As proposed in the final report, a nev programme might be constructed around the creation of a **European network of several teams of teachers and educational (both school and out-of-school) and cultural partners** spread over several sites (major cities) affected by the polycultural nature of their populations. The purpose of the netvork vould be to organise **training projects**.

Strasbourg 21 December 1990 Antonio PEROTTI

COUNCIL OF EUROPE

CONSEIL DE L'EUROPE

Strasbourg, 24 January 1991

DECS/EGT (90) 37
MG/CC-EI (90) 30 rev.
English version

C O R R I G E N D U M

page 1: read Ms. M. BOYE-MØLLER;

page 6: last paragraph, 3rd line: read "people";

page 11: sixth paragraph, 2nd line, after Drammen delete (Denmark) and remplace by (Norway);

page 19: Experience No. 5, read "Zürich";

page 20: Experience No. 8, 3rd line, read "Tensta";

page 24: after experience No. 24, add:

*

* *

The following experiments, also selected, had not been evaluated at the time of writing of the present report:

25. Landskrona (Sweden): Upper Secondary School

26. Fontenay-sous-Bois (France): Henri Wallon School

27. Pampelune (Spain): Advancement Centre for Ethnic Minorities

page 34: Appendix 5: 4th line: delete "DRAFT" and read "AGENDA";

pages 37-39 Appendix 6: replace by the folloving text:

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ANNEXE 6

MEETING OF ORGANISERS/ANIMATEURS OF THE COUNCIL OF EUROPE'S EXPERIMENTS IN INTERCULTURAL EDUCATION

REUNION DES ORGANISATEURS/ANIMATEURS DES EXPERIENCES D'EDUCATION INTERCULTURELLE DU CONSEIL DE L'EUROPE

STRASBOURG, 3-5 OCTOBRE 1989

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